

August 26, 2002

To: Supervisor Zev Yaroslavsky, Chairman
Supervisor Gloria Molina
Supervisor Yvonne Brathwaite Burke
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: David E. Janssen
Chief Administrative Officer

**FUNDING ASSOCIATED WITH ADDITIONAL HOUSING OF VIOLENT OFFENDERS,
PROVISION OF SPECIALIZED MEDICAL SERVICES AT JUVENILE HALLS, AND
CHIEF PROBATION OFFICER'S CORRECTIVE ACTION PLAN RECOMMENDATIONS
(ITEM NO. 40, AGENDA OF AUGUST 27, 2002)**

On August 13, 2002, on motion by Supervisor Antonovich, the Board instructed this office to report back at the meeting of August 27, 2002, on funding associated with: 1) the Chief Probation Officer's and Sheriff's identification of additional housing for violent juvenile offenders who are convicted in adult court and eligible for housing in County jail; 2) the Chief Probation Officer's and Director of Health Services' development of protocols that would allow specialized medical services for juvenile offenders to be performed at Central Juvenile Hall rather than at an off-site location; and 3) the recommendations identified in the Chief Probation Officer's "Escapes From Central Juvenile Hall Corrective Action Plan."

Background

As you are aware, on July 31, 2002, three minors escaped from Central Juvenile Hall. On August 6, 2002, one minor escaped from a Central Juvenile Hall employee during a medical appointment at LAC+USC Medical Center. This minor was apprehended on August 13, 2002, by Probation staff. As a result of these occurrences, the following provides information relative to the housing of violent juvenile offenders.

Juvenile Court's Determination of Housing Unfit Juveniles

Pursuant to the California Welfare and Institutions Code (Section 707.1), the juvenile court who has declared a minor to be "unfit" to be dealt with under juvenile court law, may order the unfit minor to be delivered to the custody of the Sheriff upon a finding that the presence of the minor in the juvenile hall would endanger the safety of the public or be detrimental to other youth detained in the hall. Minors declared unfit remain in juvenile hall pending final disposition by the criminal court or until they attain 18 years of age, whichever occurs first.

In addition, California Welfare and Institutions Code (Section 208.5), states that in any case in which a minor who is detained in or committed to a county institution established for the purpose of housing juveniles, attains the age of 18, prior to or during the period of detention or confinement, he or she may be allowed to come or remain in contact with those juveniles until the age of 19, at which time, he or she, upon the recommendation of the probation officer, shall be delivered to the custody of the sheriff for the remainder of the time he or she remains in custody, unless the juvenile court orders continued detention in a juvenile facility. The Court makes a determination of the appropriate setting for the care and custody of detained youth.

Funding of Housing Unfit Juveniles

Responsibility for juveniles rests with the Probation Department while under their custody. Once remanded by the Court to County jail, they become the responsibility of the Sheriff. Since the funding responsibility associated with the housing of juvenile offenders is not legally specified, it is a County administrative matter. The Probation and Sheriff's Departments fund these costs from their respective budgets as they assume responsibility of the minors.

Identification of Additional Housing Options for Violent Juvenile Offenders

The following are additional options related to the housing of violent juvenile offenders that have been evaluated by the Probation Department, in consultation with representatives from the Sheriff, County Counsel, Public Defender, Superior Court, and this office.

Century Regional Detention Facility - (Not Recommended)

Estimated Minimum Cost: \$6.3 million (ongoing)
(Includes security, clerical, cashier, laundry, medical, and food services.)

The \$6.3 million cost is a rough estimate and does not include costs for clothing and paper supplies. Due to recent Sheriff operational reductions attributed to budget constraints, sufficient space is available at the Century Regional Detention Facility (Lynwood Justice Center). Although this facility has greater visual supervision capability, it would be more costly to operate as a facility for unfits since medical services would have to be provided at the site.

Men's Central Jail - (Not Recommended)

Estimated Minimum Cost: \$2.5 million (ongoing)
(Includes security, clerical, cashier, laundry, food and medical services and supplies.)

The \$2.5 million cost is also a rough estimate and does not include costs for clothing and paper supplies.

Men's Central Jail currently has 42 beds designated for unfit juveniles, 36 of which are currently filled. This option would require the displacement of approximately 140 adult inmates which would in turn, require the opening of an additional compound at the Pitchess Detention Center and required staffing needs, which is included in the estimated \$2.5 million cost.

California Youth Authority - (Not Recommended)

In consideration of the distant proximity between the Courts and the California Youth Authority (CYA) and the potential costs, minimal consideration was given to housing juveniles at the CYA. Thus, transportation issues make this option logistically, geographically and fiscally unviable.

Barry J. Nidorf Juvenile Hall w/ Security Upgrades (Recommended Option)

Estimated Cost: \$1.5 million (one-time)

This option would centrally house the most unfit minors at one of BJNJH's two newer living units with an 80 bed-capacity, and would require securing the living unit with 1) a 16-foot chain-link fence with razor wire, including a chain-link mesh roof for the basketball court area; 2) installation of closed-circuit television monitoring and recording and motion detector capability; 3) installation of a modular classroom to segregate unfit juveniles from other minors; 4) radios with a panic button feature for designated staff; and 5) hand-held metal detecting wands.

This will allow for the enhancement of security at one location and, therefore, minimize the cost impact. Under this alternative, the 42 beds at Men's Central Jail will continue to be available for the most criminally sophisticated unfit minors.

Specialized Medical Services at Central Juvenile Hall vs. Off-Site

As previously indicated, a minor recently escaped from Probation personnel during a medical appointment at LAC-USC Medical Center. As indicated on the attached, Probation recommendations (#47 - #54) have been implemented or are underway to secure minors while being provided off-site medical services.

The Probation and Health Services Departments are exploring the following specialized medical services which could be provided to juvenile offenders at CJH rather than off-site:

- Mobile eye clinic;
- Orthopedic clinic; and
- Additional specialty physician visits.

If implemented, instituting these specialty medical services and providing on-site specialty physician visits will decrease opportunities for escape.

Probation's Corrective Action Plan Recommendations

As indicated in the attached, we have reviewed each of the Chief Probation Officer's recommendations and have provided 1) cost estimates (if available); 2) a status of each recommendation; 3) the related funding source (if available); and 4) have categorized the funding needs between "immediate" (2002-03) versus "long-term" (2003-04 or later).

CAO's Recommendation

Additional Housing for Violent Juvenile Offenders at BJNJH

We recommend the housing of the majority of unfit juveniles at BJNJH, subsequent to the implementation of the specified security enhancements.

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Implementation of this recommendation is in line with our County Strategic Plan, in that it would enable 1) an enhancement in public safety services; 2) effective management of our resources as it is the most cost-effective option; 3) providing programs provided at the halls to the majority of unfit minors; and 4) investing in BJNJH, the newest of the existing hall facilities, whereby enhanced security will be a long-term investment in our capital infrastructure.

Funding of Additional Housing for Violent Juvenile Offenders at BJNJH

Probation's 2002-03 Adopted Budget contains sufficient one-time funding to address the facility needs required to house the unfits at BJNJH. This one-time funding is available because work related to the Department of Justice's investigation of the three juvenile halls was completed earlier than anticipated.

Other Security Measures

In addition to the security enhancements at BJNJH, the Department will be implementing baggage security screening at Central Juvenile Hall. In addition, Probation would be able to utilize any available funds beyond the security enhancements at BJNJH to provide closed-circuit television capability at Central Juvenile Hall.

Implementation

Although some security enhancements can be implemented immediately, due to the necessary time required to design, purchase, and install the classroom modular within State code requirements, full Implementation of this option is anticipated by July 2003. In the meantime, Probation will continue to pursue full implementation of the recommendations delineated in their corrective action plan as fiscally feasible.

Please call me if you have any questions or if additional information is needed.

DEJ:DL
AL:alc

Attachment

c: Executive Officer, Board of Supervisors
Sheriff
District Attorney

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Executive Officer/Clerk, Superior Court
Chief Probation Officer
County Counsel
Public Defender

REVIEW OF CHIEF PROBATION OFFICER'S
ESCAPES FROM CENTRAL JUVENILE HALL CORRECTIVE ACTION PLAN RECOMMENDATIONS

	Probation's Corrective Action Plan Recommendations	Estimated Cost	Status & Funding Source	Immediate Funding Needed (FY 2002-03)	Long-Term Funding Needed (FY 2003-04 or Later)
1.	Minors housed in wet rooms are to be provided with paper cups overnight to prevent the need to open doors during sleeping hours.	None	Completed	N/A (Not applicable)	N/A (Not applicable)
2.	Probation staff are to follow existing procedures and ensure sinks in occupied wet rooms are operational.	None	Completed	N/A	N/A
3.	Minors' doors are not be opened during sleeping hours except for a safety or medical emergency.	None	Completed	N/A	N/A
4.	Probation ensure that staff are aware of and comply with current policy that if a minor's door must be opened during sleeping hours, one staff will be stationed within close proximity to a panic button or knock-off telephone until the minor is secured in his/her room.	None	Completed	N/A	N/A
5.	Prior to opening a door, staff are to visually inspect the minor by ordering him/her to turn in a complete circle with arms out to his/her sides. Loose clothing is to be lifted to expose potential contraband hiding places.	None	Completed	N/A	N/A
6.	Ensure the CJH metal detector is operating properly.	None	Completed	N/A	N/A
7.	Implement a new policy that all walk-in persons entering juvenile halls must pass through a metal detection device.	None	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	Estimated <u>Cost</u>	Status & Funding <u>Source</u>	Immediate Funding Needed (FY 2002-03)	Long-Term Funding Needed (FY 2003-04 or Later)
8.	All persons will be effectively cleared prior to being allowed entry if a metal detection device signals a potential security issue.	None	Completed	N/A	N/A
9.	To the extent possible, all juvenile halls are to enforce a single point of entry for all walk-in entrants.	None	Completed	N/A	N/A
10.	All bags/items entering the facility, and delivery and construction vehicles and drivers will be subject to screening, escort, and/or a thorough search.	None	Completed	N/A	N/A
11.	Probation will work with the CAO to identify funding for the purchase of a baggage screening machine for CJH.	\$30,000 each (One for CJH and one for BJNJH) Total: \$60,000	Funding identified in Probation's 2002-03 Budget	N/A	N/A
12.	Random, documented searches will be conducted of the possessions and/or vehicles of all persons entering the facility, including staff, contractors, educators, health workers, trades people, volunteers, and delivery persons except to the extent necessary to protect information created as part of a fiduciary duty of confidentiality provided by statute.	None	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	<u>Estimated Cost</u>	<u>Status & Funding Source</u>	<u>Immediate Funding Needed</u> (FY 2002-03)	<u>Long-Term Funding Needed</u> (FY 2003-04 or Later)
13.	Probation should consider contracting for entrance security specialists with responsibility to consistently enforce entrant screening protocols.	\$969,000	Underway	✓	N/A
14.	Probation, in collaboration with the Sheriff and the Court, explore the efficacy of moving all unfit minors and 18-year-olds into Sheriff custody.	Minimum \$2.5 million at Men's Central Jail.	Review completed; however, not cost-effective	✓ NOT RECOMMENDED (Alternative remedy at BJNJH)	N/A
15.	Probation examine the use of vacant portions of the Lynwood Justice Center to house unfit minors.	Minimum \$6.3 million.	Review completed; however, not cost-effective	✓ NOT RECOMMENDED (Alternative remedy at BJNJH)	N/A
16.	Probation review the process for transferring minors to the California Youth Authority, and expedite the process where possible.	None	Completed	N/A	N/A
17.	Probation develop criteria for the scope of personal items staff may bring into juvenile halls.	None	Underway	N/A	N/A
18.	Probation activate around-the-clock all CCTV cameras, including recording and archiving features where available.	None	Completed	N/A	N/A
19.	Probation collaborate with the CAO and Board of Supervisors to identify resources to ensure the expeditious expansion of CCTV capability to all living units.	Relates to #20, #34, and #36 Approx. \$5 million.	\$600,000 at BJNJH from Probation's 2002-03 Budget.	Phase-in additional CCTV capability, contingent on available one-time funds.	

	Probation's Corrective Action Plan <u>Recommendations</u>	<u>Estimated Cost</u>	<u>Status & Funding Source</u>	<u>Immediate Funding Needed (FY 2002-03)</u>	<u>Long-Term Funding Needed (FY 2003-04 or Later)</u>
20.	Probation plan for the implementation and staffing of on-demand observation capability from a centralized security post for all CCTV cameras. This will require movement of existing CCTV observation screens to an area accessible to assigned security observation staff.	Refer to item #19	Refer to item #19	Phase-in staff, contingent on available on-going funds.	
21.	Probation consider hiring specialized staff to monitor CCTV activity.	\$135,000	Underway	Phase-in staff, contingent on available on-going funds.	
22.	Probation ensure panic buttons are available within all living units, and that staff are aware of and drilled in the appropriate response when alarms activate.	Estimates pending.	Underway	Phase-in panic buttons, contingent on available one-time funds.	
23.	Probation consider the use of radios with panic button functionality for use within its juvenile halls, and work with the CAO and Board of Supervisors to identify applicable resource needs.	\$3,000 ea. 100/hall Total: \$950,000 includes installation	\$60,000 at BJNJH from Probation's 2002-03 Budget	Phase-in radios, contingent on available one-time funds.	
24.	Staff will receive regular refresher training, as is currently available, on proper dorm search techniques.	None	Completed	N/A	N/A
25.	Minors' room assignments will be randomly altered to reduce the opportunity for longer-term concealment of contraband.	None	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	<u>Estimated Cost</u>	<u>Status & Funding Source</u>	<u>Immediate Funding Needed (FY 2002-03)</u>	<u>Long-Term Funding Needed (FY 2003-04 or Later)</u>
26.	Facility managers enforce and regularly review key controls, and conduct periodic key inventories. Disciplinary action should be taken when key control procedures are not followed.	None	Underway	N/A	N/A
27.	Probation establish a system where staff identification is exchanged for an interior facility key at the start of each shift.	None	Underway	N/A	N/A
28.	Perimeter door locks should be re-keyed. Facility perimeter access keys need to be restricted to a very limited number of critical staff including the Superintendent, Maintenance Manager, and Officer-of the Day.	None (Dept absorbed)	Completed	N/A	N/A
29.	Minors are to be escorted, and staff appropriately positioned, according to existing policy whenever minors are allowed out of rooms during sleeping hours.	None	Completed	N/A	N/A
30.	Staff receive enhanced training on appropriate protocols in the event of a potential or actual hostage situation.	None	Underway	N/A	N/A
31.	Probation provide the CAO and Board with an assessment of additional perimeter and facility security needs.	None	Underway	Phase-in additional perimeter and facility security, contingent on available one-time funds.	
32.	Probation arrange for the removal of all trees that are in close proximity to the perimeter wall or abutting structures.	None (Dept absorbed)	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	Estimated <u>Cost</u>	Status & Funding <u>Source</u>	Immediate Funding Needed (FY 2002-03)	Long-Term Funding Needed (FY 2003-04 or Later)
33.	Replace all barbed wire protection with razor wire.	None (Dept absorbing)	Underway	N/A	N/A
34.	Rooftop motion and/or heat activated floodlights and, where necessary, CCTV be installed at all juvenile halls to facilitate the safe identification of the whereabouts of fleeing minors.	Refer to item #19	Underway	Phase-in equipment, contingent on available one-time funds.	
35.	Probation identify a staff on overnight shifts to patrol the interior perimeter of the facility.	\$153,000 Relates to Item # 19	Completed	N/A	N/A
36.	Probation install strategically placed motion and/or heat sensing lights, along with a remote controllable CCTV camera, along the portion of the perimeter wall adjacent to ISD's storage yard.	Refer to item #19	Underway	Phase-in motion and/or heat sensing lights, and CCTV cameras, contingent on available one-time funds.	
37.	Probation and County Police implement regular daily schedules for dedicated County Police patrols between the hours of 8:00 p.m. and 6:00 a.m.	None	Underway	N/A	N/A
38.	Each day Probation supply the on-duty County Police Officer with a radio that provides direct communication to Probation's Officer-of-the-Day.	None	Underway	N/A	N/A
39.	Every 15 minutes while on patrol, the on-duty County Police Officer will communicate with designated Probation staff to ensure awareness of pertinent information.	None	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	Estimated <u>Cost</u>	Status & Funding <u>Source</u>	Immediate Funding Needed (FY 2002-03)	Long-Term Funding Needed (FY 2003-04 or Later)
40.	Juvenile halls conduct mock escape and other emergency drills to reinforce common policies and procedures among responding agencies.	None	Underway	N/A	N/A
41.	Probation inventory its radios, and report to County Police each radio's assignment location for use in tracing radio transmissions.	None	Underway	N/A	N/A
42.	Probation collaborate with the University of Southern California's police force to arrange notification protocols in the event of an escape.	None	Completed	N/A	N/A
43.	Ladders within juvenile halls must be locked per existing policy when not in use, stored out of sight and outside of living units.	None	Completed	N/A	N/A
44.	Probation staff working after dark should have access to ladder locks.	None	Completed	N/A	N/A
45.	Probation cease the practice of allowing the provision of food and drink to minors in juvenile hall by non-Probation staff or non-Probation-contracted food service workers, except where medically necessary. This restriction precludes, but is not limited in its restriction, to the provision of food to juvenile hall minors by visitors, family members, social workers, mental health staff, clergy, volunteers, and others from the community.	\$38,000 for lockers	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	<u>Estimated Cost</u>	<u>Status & Funding Source</u>	<u>Immediate Funding Needed (FY 2002-03)</u>	<u>Long-Term Funding Needed (FY 2003-04 or Later)</u>
46.	Probation re-emphasize to staff the importance of following established policies and procedures for transporting minors such as maintaining visual contact, and transporting with appropriate ankle and wrist restraints.	None	Completed	N/A	N/A
47.	Effective immediately, a minimum of two staff will accompany each juvenile hall minor transported to specialty medical appointments.	Funding of staff may be required to mitigate overtime. (Dept absorbed)	Completed	N/A	N/A
48.	Probation incorporate protocols into existing procedures for juvenile hall staff transporting minors to medical clinic appointments that require notification of the Officer-of-the-Day prior to removal of restraints while the minor is outside the secure juvenile hall perimeter.	None	Completed	N/A	N/A
49.	Probation will develop a brief summary of the size, sophistication, and criminal history of each minor being transported out of juvenile hall to clinic appointments to ensure maximum awareness of the concerns relative to each minor's propensity for violence and/or escape. Transporting staff will document their review of a minor's background summary prior to departing for an appointment.	None	Completed	N/A	N/A

	Probation's Corrective Action Plan <u>Recommendations</u>	Estimated <u>Cost</u>	Status & Funding <u>Source</u>	Immediate Funding Needed (FY 2002-03)	Long-Term Funding Needed (FY 2003-04 or Later)
50.	Probation and DHS determine the feasibility of a jail ward arrangement for the medical needs of detained youth.	Significant funds would be required.	Not cost-effective.	If pursued, would need to phase-in, contingent on available one-time and on-going funds. NOT RECOMMENDED.	
51.	Probation evaluate the appropriateness of transferring minors to medical clinic appointments in bright clothing that would make a fleeing minor easier to locate.	None	Underway	N/A	N/A
52.	Probation limit advance notice of clinic visits, and closely monitor minors' telephone conversations.	None	Underway	N/A	N/A
53.	Probation and DHS continue to collaborate to reduce specialty medical clinic visits that require transport of detained youth outside of the secure juvenile hall perimeter.	To be determined based on DHS and Probation collaboration	Underway	To be determined based on DHS and Probation's collaboration.	To be determined based on DHS and Probation's collaboration.
54.	Probation and DHS will collaborate with the Board of Supervisors and CAO to incorporate discussions of funding limitations relative to the method of delivery of medical services to detained youth.	None	Underway	N/A	N/A